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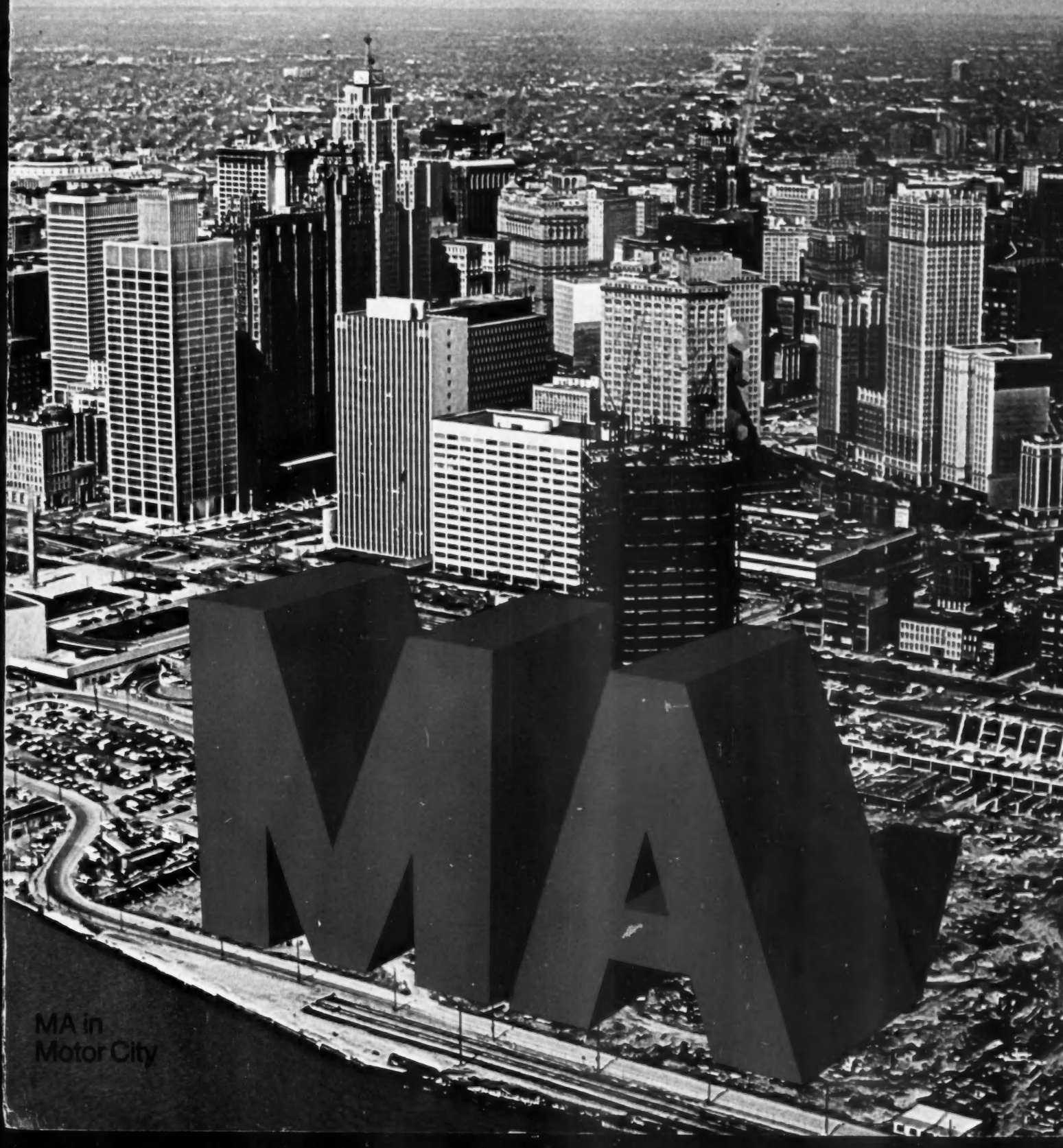

MA in
Motor City

manpower
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U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

Onward and Upward

Patrons of the arts of social prophecy say that the year ending this month has been 12 times worse on crystal balls than at any time since the Great Depression. Throughout the world, 1975 has been an excruciating period, confounding economists and workers alike. Prices and employment, afflicted with upsy-downsiness, were unable to get together at the right place at the right time. Now, however, some things are looking up.

The Alps are growing taller, according to Swiss scientists of the Neuchâtel Institute of Geology; Venice is expected to rise from the lagoon, say water-pumping experts of the Italian Ministry of Public Works; and Detroit, aided in part by Manpower Administration (MA) funds, is emerging from its worst postwar crunch.

The first and second examples of upward trends are given in well-meaning humor. The third, which is of more immediate consequence, should be heeded: Motor City is revving up its engines of recovery with significant assistance from MA.

Assistant Editor Kim Baker, back from a visit to the auto capital, where unemployment was higher in 1975 than in any of the five largest metropolitan areas, reports (page 2) that approximately $123 million in six major MA programs for fiscal year 1976 are helping Motor City to stimulate its economy and regain a sound base.

Although the road back is expected to be a long one, not without pain, Detroiters are not giving up, Baker reports. Thousands got jobs when the auto companies began hiring workers to build 1976 model cars and many men and women who are still seeking employment won't be looking into crystal balls. MA programs are there to show the way.

Walter Wood

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MA IN MO

by B. Kimball Baker

Historian Bruce Catton says of his Michigan boyhood that he grew up with the wilds of the North Woods not far off in one direction and Detroit not far off in another—a city that seemed to be "a door looking into the future, showing unimaginable things."

Today, a lifespan after that era, there are echoes of Catton's words in a remark by Detroit Mayor Coleman Young: "I look at Detroit as an early warning for the whole Nation."

The tone is different—more cautious—because some crises have occurred in between. For one, the automobile industry—a source of wonder to youngsters as early as Catton's boyhood days—has become enmeshed in what Young calls "an international economic crisis of major proportions." As a result, the unemployment rate in the city's metropolitan area was higher in 1975 than in any other large metropolitan area in the United States, and some economic experts predict that recovery will be slower.

Detroit is not giving up, however. Mayor Young and many other Detroit area residents, as well as concerned Michigan State and national officials, are trying hard to put Motor City back on a sound economic footing; and the approximately $123 million which the Manpower Administration (MA) has funded in Detroit and the rest of Wayne County for fiscal year 1976 are important parts of this effort. (See box page 4.)

The crisis began with the fuel shortages during the winter of 1973-74. For many Americans, waiting in long lines for gas was a mind-blowing experience—an intimation that a lifestyle of consumption eventually means a scarcity of resources. The situation—soon compounded by recessionary pressures on top of inflationary spirals—was one that consumers could do something about, and a lot of them did. Smaller cars—and often smaller *foreign* cars—looked like a better buy than ever before. Potential customers reasoned that a new car really wasn't needed for another year or so—and maybe buying a second car wasn't such a hot idea either. Perhaps the philosophy of that catchy little jingle, "Take the bus and leave the driving to us," had a lot going for it. And a 16-year-old's initiation rites into the world of "wheels" could just as easily take place in a chassis not quite so classy.

These trade-offs and course changes in consumer decisionmaking resulted in steep drops in car sales and production and sharp rises in automobile industry unemployment, both of which created ripple effects in the many interrelated sectors of the economy: metal, plastics, glass, textiles, chemicals, and rubber; travel, tourism, and recreation; mining; and so on.

In Detroit, unemployment peaked in February 1975 at about 125,000 persons—22.1 percent of the city's work force; in September, at the start of the 1976 model year—when a number of laid-off auto workers were recalled—unemployment was down to the still-high figure of 99,100 persons, 17.8 percent of the city's work force. Unemployment rates for all of Wayne County—which includes CETA prime sponsors Detroit, Livonia, Dearborn, and balance-of-county—were somewhat less severe: 17.6 percent in February and 14 percent in September. But the rates for both city and county were much higher than comparable national unemployment figures: 8.2 percent in February and 8.3 percent in September.

UI Assistance

One of the first things MA did to help Detroit during the crunch was process the enormous number of unemployment insurance (UI) claims—more than 2 million in the first 3 months of 1975 alone. At the height of the crisis, the Michigan Employment Security Commission

B. Kimball Baker is assistant editor of MANPOWER.

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(MESC), which administers the State UI system, beefed up its claims and payment staffs and opened temporary offices to disburse jobless benefits.

Several facets of the unemployment situation have been particularly distressing. Increasing numbers of unemployed persons have exhausted or are about to exhaust their jobless benefits: The Senate Labor Committee estimated in September that more than 1.5 million persons would run out of benefits within a year. According to Joe Geml, assistant director of MESC's Bureau of Employment Security, there have been scores of "discouraged" claimants—men and women who have stopped looking for work. And more unemployed persons have been unemployed for longer periods. For instance, in the Detroit Standard Metropolitan Statistical Area (SMSA)—Wayne County and five surrounding counties—15 percent of regular UI claimants were out of work 15 weeks or more from January to April 1974; the comparable rate for the first 4 months of 1975 was 24 percent.

Under the Emergency Unemployment Compensation Act of 1974, UI benefits were extended to a maximum of 52 weeks from a maximum of 39 weeks in most States. This was later extended to a maximum of 65 weeks. Extensions caused Michigan and 10 other States to exhaust benefit funds, which had to be replenished from a special Federal trust fund. It is estimated that as many as 30 States will have been so affected by the end of 1975. Many governmental and private groups are considering further reforms in benefits, coverage, financing, and other aspects of the UI system, to increase its responsiveness during times of economic crisis.

The shock of being unemployed has been cushioned for many laid-off auto workers by the supplemental unemployment benefits (SUB) plans written into the labor contracts between the four largest car manufacturers and the United Automobile, Aerospace, and Agricultural Implement Workers of America (UAW). When combined with State unemployment compensation, SUB guarantees eligible laid-off workers nearly 95 percent of their straight-time, take-home pay. Benefits may be collected for up to 52 weeks. SUB is financed entirely by the companies. General Motors (GM) Corporation's SUB fund ran out in May 1975, started back up in July, and ran out again in August. Chrysler's fund ran out in April and resumed temporarily in September.

Additional help to some unemployed workers was provided by the Labor Department's award in August of $45 million to 18,000 Chrysler workers whose unemployment, the department ruled, had been significantly caused by increased imports of Chrysler cars from Canada. The award, petitioned by UAW, was granted under the Trade Act of 1974 for workers at four plants in Michigan—three in the Detroit area—and one plant in Missouri. They get cash benefits for up to 52 weeks. Benefits equal 70 percent of their former wage but can be no more than the average national weekly manufacturing wage (about $190). There are additional benefits for training, counseling, job placement, and relocation. However, many workers received benefits from the Chrysler SUB fund and will have to reimburse that fund according to how much trade adjustment pay they got.

Unemployment, of course, is just one of a congeries of symptoms that plague Detroit and other large industrial cities. Increases in crime, family problems, racial tensions, mortgage defaults, housing deterioration, and budget deficits caused by a combination of rising costs for city services and shrinking revenues from payroll and property taxes, plus an outmigration of people, have all been linked with economic stagnation. A particular problem for Detroit's auto industry has

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been the trend toward locating car and parts manufacturing facilities outside of the Motor City area.

Population outmigration from Detroit has also been rising. The city lost 9.5 percent of its population between 1960-70. The increasing costs of city services were graphically demonstrated earlier this year when the city itself decided to forego the purchase of any new vehicles.

Despite these symptoms, people in the Detroit area seem to have retained their sense of level-headed optimism. With the exception of the government sector and parts of the service sector, the economy has been declining—yet questions to which one expects a negative reply are likely to be answered positively. Ford Motor Company president Henry Ford II and other civic leaders are spearheading completion of the Renaissance Center, a $600 million complex of hotels and office towers on the Detroit River. At the peak of this year's unemployment, a Detroit *Free Press* poll showed that 4 of 5 employed area residents believed they would not be laid off—and even some among the unemployed have not abandoned hope.

"I think things will snap back," says unemployed truckdriver Butch Bentley. "This is the first time I've been out of work, and it took me quite a while to get used to the idea of having to draw unemployment. But I don't expect to be on it much longer."

ES Efforts

MA, through the U.S. Employment Service (USES), is just as concerned with getting people back to work or into the job market or a better job as it is with providing unemployment compensation. Of course, these efforts are limited by the scarcity of available openings and by the failure of some employers and some unemployed persons to take advantage of public employment services. For instance, MESC figures for the Detroit SMSA indicate that at the end of the first 3 months of this year, when there were some 310,000 unemployed persons, there were only 113,640 MESC applicants on active file (not all of them unemployed), and only 11,050 job openings were filled or canceled during the quarter.

Aid to Detroit at a Glance

Estimated MA Funding in Detroit and the Rest of Wayne County for Fiscal Year 1976

UI	$30,615,000
ES	13,000,000
CETA title I	18,661,938
title III	6,951,418
titles II & VI	47,836,634
WIN	4,230,267
Job Corps	1,679,374
BAT	212,000
Total	$123,186,631

Nevertheless, the seven MESC branch offices in Detroit, and the five satellite offices, have been attempting to provide comprehensive services and to improve the quality of these services. One improvement effort is the National Employers Committee for the Improvement of the Employment Service, known simply as NEC.

NEC, which was formed in 1971, is composed of 10 representatives from major American corporations. It is chaired by Laurence L. Vickery, director of employment practices at GM; its purpose is to demonstrate employer support for USES and to recommend improvements in USES services to employers.

In July 1973, MA began implementing the recommendations in the six cities which NEC had studied: Chicago, Detroit, Houston, New York, Philadelphia, and St. Paul. Implementation efforts have been hampered somewhat by heavy demands on time and resources during the economic crisis.

Major NEC recommendations include: emphasis on placement of job-ready applicants; increase in personalized service to employers; streamlining of the ES community image; improvement of the appearance and location of ES units; physical and organizational separation of UI and ES; and negotiation of workable CETA relationships.

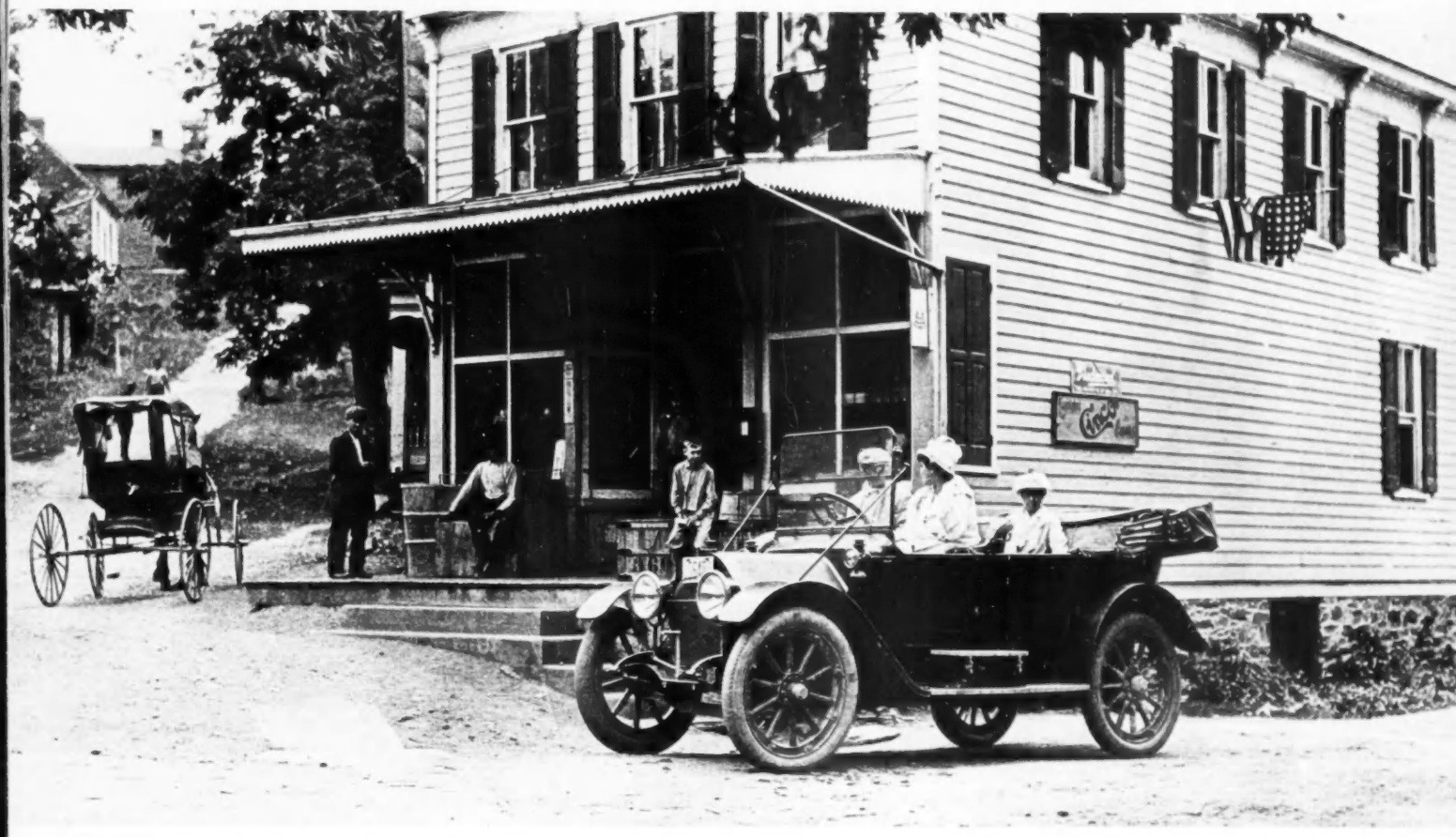
In Detroit, the MESC has established a prototype branch office in the suburb of Greenfield. This office features the latest in aesthetic, functional design, and strives to maximize applicant participation in the job search. With 7 percent of the staff of Detroit area branch offices, the new office has had from 13 to 16 percent of the placements.

It is expected that many of the patterns of service developed at the Greenfield branch office will be followed at other offices. It relies heavily on the Job Bank, which uses computer printouts for prompt dissemination of job openings and provides a foundation for the automated job-matching system now developing. The new office also has a Job Information Service facility, a self-service unit which enables applicants to gain prompt access to Job Bank information and permits MESC staff to devote more time to other services. Finally, the office has established the new position of account executive (AE), a liaison between the branch office and all employers in its area. There are six redesignated AE positions in other Detroit branch offices, but they are modifications of the existing position of employer service representative.

Photo by Ron Sherman

It didn't take Americans long to fall in love with automobiles; and while the love lingers, it's a lot harder today to make car-buying decisions.

The Long Island Automotive Museum



Other MESC efforts to increase job opportunities and openings include:

- The Apprenticeship Information Center, which passes on to branch offices news of apprenticeship opportunities and seeks to increase the percentage of minority apprentices.
- Support for efforts by the National Alliance of Businessmen—which receives financial assistance from MA—to get people into private sector job vacancies.
- "Job Opportunity Line," a 30-minute color TV program developed in Detroit 7 years ago and now coordinated by MESC information officer Don McGhee. Versions of the program are appearing in or being planned for several other cities. The shows feature job listings, a calendar of events which might lead to jobs, and interviews with authorities in job placement, education, and various career fields.

CETA's Role

The Comprehensive Employment and Training Act (CETA) of 1973 has given Wayne County's four prime sponsors a new and potentially powerful tool for providing manpower services. There have been some serious problems, such as the high rate in Detroit of "recalls"—laid-off city employees hired back into similar positions under CETA after a mandatory 15-day waiting period. But there have been some noteworthy accomplishments, too.

Allan Becker, deputy director of Detroit's Manpower Department, says "I think CETA can be a very effective vehicle for delivery of jobs and training. We don't always get the money we feel we need, but the act is definitely achieving its goal of comprehensive manpower plans and programs at local levels."

About two-thirds of city CETA funds

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have gone to 4,000 public service employment (PSE) positions, and city manpower officials feel that their use of this amount has enabled them to strengthen vital public services. They also cite PSE expenditures for establishment of an affirmative action unit in the city's personnel department; for placement of women in such traditionally male positions as auto repair helper, busdriver, and police officer; and for examination of city personnel testing procedures to insure against culture and sex biases.

One comprehensive CETA program in Detroit is the project conducted by New Detroit, Inc.—a broad-based group formed to provide civic leadership in the wake of the city's damaging 1967 riot—and by the Greater Opportunities Industrialization Center of Metropolitan Detroit (GOIC). Under title VI, the program has placed 95 PSE participants into 43 community organizations. Its purpose is to provide jobs with good prospects for leading to unsubsidized employment and to allow the community groups to maintain or expand their services. In some cases, PSE participants are the only paid staff members within their organizations. Among the jobs involved are youth counselor, day-care director, recreation staff member, senior citizens director, and job counselor.

Maria Villerreal, a participant in the community organizations program who is working with Latin Americans for Social and Economic Development, says, "I think it's perfect. It offers me a job, good benefits, and a chance to help the Latino community. I worked here before, when the group had no money to pay staff, and when I had only a part-time job elsewhere. Then this program came along and gave me an opportunity to stay on and work."

Another of the community organizations benefiting from the GOIC/New

Chrysler Institute's simulated manufacturing plant gives trainees a good idea of what their jobs might be like. Chrysler Corporation

UAW has an extensive preapprenticeship and training program. Union member Tam Sabo is an electrical apprentice in an auto parts factory.

A.C. Spark Plug Div., GM

The finishing touches are being put on Roberts III, an apartment project which is one of the many efforts of Detroit's Trade Union Leadership Council (TULC) to help its city.

Photo by Junebug Clark

Apprentice cement mason Shirley Carson, one of the nearly 650 persons TULC has placed into apprenticeships in 21 construction trades over the last 8 years, was the first woman trainee in her local.

The Detroit News

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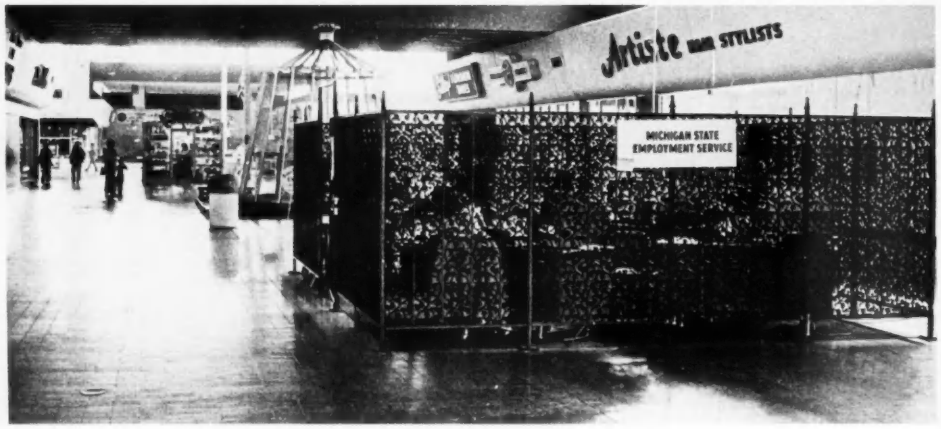
The five satellite offices of the Michigan Employment Security Commission (MESC), such as this one in Universal Mall, extend its outreach; inside, applicants can benefit from aids such as the Job Bank viewer.



Detroit project is the Detroit American Indian Center. The center, which moved into new, more spacious quarters in September, helps meet the economic, social, and medical needs of the more than 4,000 Indian people who live in the area. Most of the center's CETA funds are received under title III through the Michigan Commission on Indian Affairs—$196,000 for PSE and work-experience programs, such as a health clinic, drug abuse and alcoholism counseling, youth work, a survey on area Indian needs, transportation assistance, education and training, and cultural awareness. The center also has a representative on the Manpower Area Planning Council. Rosalyn McCoy, a Sac & Fox Indian and an MESC staff member, works at the center to develop jobs for unemployed Indians—such as the power tool operator position she helped to fill at M & B Equipment Company in October.

Milton Antone, the Oneida Indian who filled that position, says, "No words of mine can really express how grateful I am to the center and particularly to Rosalyn McCoy for helping me find this job. I had been unemployed for about a year. Now I'm making $7.26 an hour in an on-the-job training position. That's the story in a nutshell."

Another project receiving city CETA funds is the Careers program of Chrysler Institute. (A smaller component of the program operates under the Wayne County prime sponsorship.) The institute, founded by Chrysler Corporation in the 1930's as part of its training effort, started Careers to prepare participants for jobs both within and outside the automobile industry. The target group of the program is the economically disadvantaged, the "hard to employ." Among the skills participants are taught are how to look for a job and how to cope with factors which might affect job performance, such as personal finances, consumer affairs, nutrition, drug abuse, and alcoholism. One unique aspect of this program is its use of a simulated manufacturing plant, the Hoover Road Training Center, to give participants plenty of exposure to conditions similar to those they may face on a job.

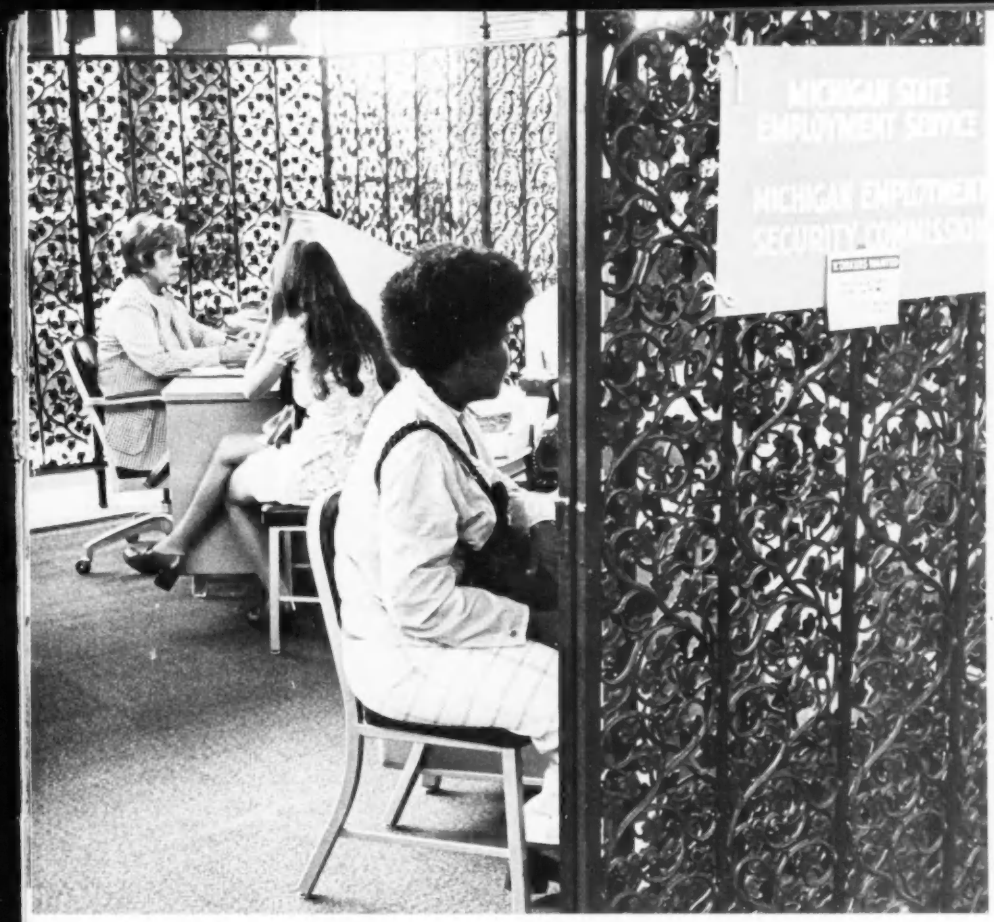
Says the institute's R. M. Drabant, "Most of the automobile plants in Detroit are Chrysler Corporation plants, and the company pays more taxes than any other company in the city; so the program is one of Chrysler's ways of demonstrating its concern for Detroit's manpower needs."

The Wayne County Office of Manpower—the county's other major prime sponsor—is trying several innovative manpower approaches. One is a self-placement job voucher project under CETA title I. This pilot project offers disadvantaged jobseekers a unique way of finding employment with Federal and State agencies and nonprofit institutions such as schools, hospitals, and charities. Eligible applicants receive voucher forms for identification purposes. Applicants present the forms to employers, and employers hiring the applicants turn in the forms to the Wayne County Office of Manpower for reimbursement of salary and fringe benefits up to $8,000 a year and 15 percent for benefits. Applicants are given 30 days to find employment.

Another innovation, a pretrial intervention project under title III, aims to reduce crime by working with offenders to increase their job opportunities. All four Wayne County prime sponsors are cooperating on the project, since Recorders Court in Detroit—the implementing body—handles cases involving offenders from every county prime sponsorship. It is hoped that this cooperation will further encourage teamwork in county manpower development.

The Summer Program for Economically Disadvantaged Youth (SPEDY), now under CETA title III, is administered by the Wayne County's Intermediate School District. It has been successful in providing disadvantaged youth 14 through 21 years old with jobs 20 to 30 hours a week for 6 to 8 weeks, while attempting to prepare participants for the regular job market. The program is expected to open again next summer.

Among the jobsites last summer were the Red Cross, local youth clubs, and the Veterans Administration hospital. The project employed 2,702 young per-



sons. Ninety-two percent of them completed their allotted work period, and some who left did so for positive reasons. A large number of participants improved their attitudes toward work.

For example, Valerie Vangoss, the supervisor of SPEDY recreational aide Regina Hughes, said that "after the fifth week Regina came out of her shell and increased her job skills. Not only do I feel good because I've worked with her, but I think this project is some of the best money Uncle Sam ever spent."

Apprenticeship Activities

This year, Detroit's Trade Union Leadership Council (TULC), a community-service and housing development organization, completed a 197-unit project—called Roberts III in honor of TULC President Robert Battle III—after 9 years of struggling with problems of financing and construction.

The project was spearheaded by Marguerite Evans—a building contractor and a black who has been active in civil rights efforts. She was the contractor for the first condominium in Michigan and the first woman appointed to Detroit's Department of Building and Safety Engineering.

Evans is also a pathfinder in terms of MA efforts in Detroit. As director of the apprenticeship outreach project (AOP) jointly sponsored by TULC and the Greater Detroit Building Trades Council, she was instrumental in training and placing 647 persons in apprenticeships in 21 construction trades over the last 8 years. In fiscal year 1976, MA supports TULC's outreach efforts with approximately $130,000 in AOP funds, and with about $70,000 in Detroit CETA funds (title II) for a project to train 30 women for traditionally male-oriented occupations.

MA's Bureau of Apprenticeship and Training (BAT) has played an important role in TULC's outreach efforts, helping TULC obtain "seed money" for the project. Dick Swain, of BAT's Lansing office, who works closely with Evans to insure that apprenticeship procedures are being met, "has greatly assisted our project," Evans says.

The UAW has a preapprenticeship and training program with four major components: basic education classes to prepare disadvantaged persons for the job market; Project Outreach, which is aimed primarily at the minority disadvantaged and which seeks to place participants into metalworking industry apprenticeships; the Retiree Advisory Program, in which retired UAW journeymen work part time in inner-city high schools to acquaint students with the advantages of careers in the skilled trades; and on-the-job training for both beginning and experienced employees. Under four MA/UAW contracts, these efforts have upgraded the job skills or increased the employability of approximately 28,000 persons.

WIN Attempts

The Work Incentive (WIN) Program, created by the 1967 amendments to the Social Security Act, and administered jointly by the Department of Labor and the Department of Health, Education, and Welfare, is helping recipients of Aid to Families with Dependent Children to find jobs.

In Michigan, as in many other States, WIN has moved slowly because of the limited number of job openings. Out of an estimated State welfare population of 75,161 persons in fiscal year 1975, WIN was able to serve only 28,676—and in Wayne County, only 1 of every 6 persons on welfare was served. But the statistic has a brighter side, according to MESC's Geml, the State WIN coordinator.

"In fiscal year 1975, the State realized $16 million in annualized welfare savings through WIN," Geml says. "This is the amount of welfare funds that would have gone to people who instead found employment through WIN and left the welfare rolls. Even deducting WIN Program costs to MESC and to the State Department of Social Services, a substantial savings resulted—to say nothing of the personal benefits to those who now feel themselves to be more productive members of society."

Photo by Don McGhee, MESC

MESC's "Job Opportunity Line" TV show is an increasingly important source of job search help.

Job Corps Happening

September was a big month for Detroit's Job Corps Center. It moved from cramped quarters in old Fort Wayne to a more modern facility which until recently housed YMCA headquarters. The Singer Company, which operates the center, is training 275 Corpsmembers for jobs in automotive repair, welding, medical administration, and other fields. A unique aspect of the center is its coresidential housing arrangement—men and women Corpsmembers live in the same building. Since Singer took over operations in October 1972, the center has trained more than 1,100 needy youth.

What's Next for Detroit?

Emma Rothschild, author of *Paradise Lost: The Decline of the Auto-Industrial Age*, says "There is little chance for an early return to the 'normal' employment of 1973." She and other economists point out that after every recession, car sales have recovered faster than automobile industry employment, since during each crisis, carmakers developed ways to produce more cars per worker.

The auto industry crisis, the experts add, poses particular recovery problems for Detroit because of the rise in popularity of the small car, which means fewer auto assembly line workers per car; the probable continuation of energy shortages; and the trend toward locating auto and parts manufacturing facilities outside of the Detroit area.

Industry sources believe that full recovery from recession will be slower coming to Detroit than to other big cities. Henry Ford II, for instance, said recently that he does not see a return of 1973-level production before 1980.

However, production picked up with the debut of 1976 models, and economic conditions are expected to be much better this holiday season than they were last December, when a *Free Press* cartoon showed Santa Claus clutching a layoff notice. But autoworkers are increasingly coming to realize, according to National Commission for Manpower Policy consultant Bill Delaney, that the era when they could be expected to be rehired automatically is probably gone forever.

Nevertheless, America's love affair with the automobile is far from breaking up. Four of every five American households own at least one car, and the same percentage commute by car, according to the Motor Vehicle Manufacturers Association.

Said carmaker Ford, in conversation with *Time*'s Edwin Reingold, "This country developed in a particular way because of the automobile and you can't just push a button and change it." U.S. Transportation Secretary William T. Coleman, Jr., spelling out a national transportation policy, stated: "The automobile is and will continue to be the most universally accepted form of transportation in America."

Meanwhile, Detroit is striving for greater economic diversification. Mayor Young proposes such steps as the development of industrial corridors and parks; recycling old plants; startup help to small industries; and attracting industries in health, social services, and other growing sectors of the economy. The National Commission for Manpower Policy has proposed conversion of unused carmaking facilities to production of such items as mass transit equipment.

Detroit is also calling for an increased commitment of resources for manpower development. City manpower expert Becker says, "We can serve only about 14,000 enrollees—excluding summer trainees—per year, which is roughly 10 percent of the unemployed population. Only 4,000 of those 14,000 are in PSE. We need a manifold increase in PSE—and in other employment and training activities—before any really effective impact can be made."

Mayor Young, as quoted earlier, sees Detroit as an "early warning," but went on to describe the area as "a leader in developing viable alternatives to complex problems."

This quality of leadership stands Detroit in good stead for the future—a future in which, as Michigander Catton says, "The last challenge has yet to be formulated." □

Partners in Environmental Protection

Environmental Protection Agency Joins Manpower Administration In Moves to Control Pollution

by Karen Morehouse

Five years ago, MANPOWER magazine published an article (May 1970) which pointed up the shortage of trained personnel available to operate the Nation's water and wastewater treatment plants. The story outlined progress made by the Federal Water Pollution Control Administration (FWPCA) in meeting these training needs under the Manpower Development and Training Act of 1962 (MDTA). Today, the FWPCA no longer exists, and MDTA has been replaced—so where does that leave the water treatment plants?

The picture is much brighter today than it was 5 years ago. With the creation of the Envornmental Protection Agency (EPA) in 1970 and the passage of the Comprehensive Employment and Training Act (CETA) of 1973, the Nation's environmental manpower situation received a welcome shot-in-the-arm. We have learned a great deal in the 11 years of MDTA, and CETA provides us with an excellent opportunity to put those lessons to work.

With the institution of CETA, the Manpower Administration of the Department of Labor (DOL) was entrusted with the responsibility of determining on a formal basis which State and/or local prime sponsors needed CETA funds to meet their manpower needs. Consequently, it became EPA's objective to demonstrate the great need for environmental manpower. EPA was aided by the already existing excellent working relationship between EPA and the State and local government officials.

This rapport was not inherent nor did it come about overnight. EPA and its predecessors had been working with the local environmental agency officials since the advent of MDTA. Their relationship grew from one of misunderstanding and distrust to one of cooperation. This was due in large part to the influence of MDTA, which was, for its time, a most useful and flexible law. Its goals were simple: provide a reduction in overall unemployment and upgrade the range of skills and knowledge of the underemployed.

When EPA first began to utilize MDTA funding, attention was focused solely upon training wastewater treatment plant personnel. Two years ago, EPA expanded its training effort to include personnel in several areas of pollution control, an endeavor highly successful to date. EPA's MDTA-funded on-the-job training program, for example, has trained over 5,500 persons this year.

From an environmental point of view, CETA represents a positive move toward State self-sufficiency in manpower training. Because of its basically decentralized nature, the individual prime sponsors are able to gage their own needs and plan their own programs, thus allowing EPA to step out of its role of direct program management and ease into a more comfortable technical assistance capacity.

Merely getting people trained is not the only problem weighing on EPA's mind. In practically every environmental area States are involved in a kind of Federal "beat the clock" game. Standards have been prescribed and ultimatums have been issued to meet those standards. The 1972 Amendments to the Federal Insecticide, Fungicide, and Rodenticide Act expressly state that applicators of restricted-use pesticides need to be certified by October 1976. This means that approximately 2½ million farmers and more than 100,000 commercial pesticide applicators should be trained by next year to do the job. The training problem is complicated by a severe shortage of persons qualified to provide the instruc-

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Environmental Protection

tion. Therefore, we must first train a force of teachers to then train the farmers and others who apply the pesticides.

Under the National Pollutant Discharge Elimination System, States and localities are working to become more self-sufficient in the areas of discharging and reducing pollution in effluent. Because of this effort, there is a critical shortage of laboratory facilities and technicians.

The list doesn't end here. Developments in the field of air pollution, for instance, are continuously affecting manpower needs in that area; we are in constant need of scientists and technicians to upgrade air quality. Trained sanitary landfill operators are in short supply, a critical need now that more and more communities are converting to the use of landfills for solid waste collection and disposal.

Environmentalists Seek CETA Aid

EPA was excited about CETA becoming operational. This was just what the agency's manpower development function needed. It meant that States, cities, and other prime sponsors experiencing an accelerated need for trained personnel in environmentally related fields could apply for CETA funds to ease the crunch, get more people working in pollution control occupations, and draw some desperately needed attention to the problems EPA had been encountering.

In this thinking the prime sponsors were right on course; applications began streaming in from many State environmental organizations asking for CETA aid. Because CETA is so flexible, it can be utilized in numerous helpful ways. To provide some idea of the various ways in which CETA serves and of the different approaches which have been successfully used, consider the following stories of three States and how they utilized CETA resources:

Connecticut was one of the first on the CETA roster with respect to environmental job training. More than $208,000 in title I funds were allocated to the State Department of Labor to provide jobs and training for over 300 persons in environmentally related occupations. This allocation was not the only CETA resource used. Connecticut has also obtained money under titles II and VI to train and employ persons from several communities for State environmental government positions. Even title III, which concerns programs for American Indians, seasonal farmworkers, and others, is being utilized. Many members of Connecticut's large Indian population will be employed to take a census of the Indians, estimated to number about 5,000. When the census is completed, they will be trained by the State Department of Environmental Protection in various fields of environmental improvement work. This effort will both improve the employability of the participants and further the State's attempts to clean up its water, air, and land resources.

Maryland also dispensed a generous portion of CETA title I money for environmental employment and training. According to David L. Schrader, Director of Environmental Manpower and Education for the State Department of Natural Resources, $205,000 have been set aside for training and employment in major environmental occupations, such as sanitary landfill, pest control, water quality, and air pollution control operators. Unlike Connecticut, most of Maryland's money will be used in conjunction with several other programs, including veterans' programs, WIN, Job Corps, and EPA construction grants.

"Our plan," said Schrader, "is to work with the Economic Development Association, the Federal Regional Council, the Department of Housing and Urban Development, the Veterans Administration—anybody we can find to put together the kind of program we need in this State."

One of Schrader's most ambitious plans was launched in six different locations throughout the State. The Department of Natural Resources (DNR) is tying in with the EPA construction grants to staff facilities now under construction: six major water or wastewater treatment plants which will each require 7 to 14 operators. The DNR will use title I money to train the needed personnel. Besides providing jobs and unpolluted water in one shot, Schrader feels the plan will strengthen DNR's enforcement efforts.

"What we're trying to do here is alleviate some of the difficulties faced by our permit program," he remarked. "We want to be able to help people, not just holler at them."

As can be seen in the Maryland operation, CETA is compatible with other training vehicles. In many cases, the integration of CETA with another program, such as the Vocational Education Act, for example, may greatly enhance educational and employment possibilities.

One of the largest combined efforts to clean up the environment is being made by the State of Iowa and Kirkwood Community College in Cedar Rapids. As a result of concern for environmental training and dogged efforts to upgrade the skills of Iowa's wastewater treatment plant operators, construction will soon begin on a new statewide training center for wastewater plant personnel.

The new facility is the first of its kind—although similar centers are in the planning stages in several States. It is being funded by a $250,000 EPA construction grant, plus approximately $150,000 of Kirkwood's money. Upon its completion,

the new center will provide several short training courses, as well as Kirkwood's regular 1-year training program for wastewater treatment plant operators. To aid in the effort, the State Department of Environmental Quality granted Kirkwood over $100,000 in Governor's discretionary CETA money for wastewater instruction. The State Department of Public Instruction will be donating a generous amount of vocational education funds to the school as well.

A major function of the new facility will be providing short courses to upgrade the skills of over 600 municipal operators already on the job, although plans are being made for concentrated training programs for entry-level operators as well. Approximately 50 short courses will be offered each year, covering the latest development in municipal wastewater treatment processes.

State and local officials have high hopes for the center's effectiveness. With its modern equipment, including a 10,000-gallon demonstration plant, a laboratory, classrooms, and office space, the new center is at least a partial answer to the State's environmental training problems.

EPA Administrator Russell E. Train met with key State and college officials on July 16, 1975 for a groundbreaking ceremony for the center. "Poorly trained persons operating water treatment plants was one of the major weaknesses of the water clean-up program," Train said. "Training must be a cooperative effort, but States should exercise initial responsibility. Iowa was willing to stand up."

A Game Plan Takes Shape

The construction of facilities such as the center creates virtually unlimited possibilities for cooperative undertakings using CETA money in conjunction with other Federal funding. If more States can be encouraged to participate in similar "You build 'em, we'll train 'em" activities the chances for further improving the environment are excellent.

In fact, recently obtained EPA statistics show that in many areas CETA environmental activities are increasing. Fiscal year 1975 figures for EPA's Region III (Pennsylvania, Maryland, Virginia, West Virginia, Delaware, and the District of Columbia) show 2,700 people trained or employed in environmental public service occupations under CETA titles I, II, and VI. This represents a financial allocation of $18,085,996. EPA's Region V (Illinois, Michigan, Ohio, Indiana, Wisconsin, and Minnesota) reports $17.6 million in CETA funds allocated and Region II (New York, New Jersey, Puerto Rico, and the Virgin Islands) reports $22,289,-508. EPA projects an average regional CETA investment of $12.3 million, with most regions hiring or training between 2,000 and 2,700 people.

When CETA became law, most of the eligible State and local environmental agencies were unaware of the funding and training avenues open to them. Nearly every eligible organization applied for CETA assistance and there was very little time for groups with an environmental orientation to acquire funds. In an effort to speed up the process, EPA staged the National Environmental Manpower Planning Conference, in December 1974, to acquaint State and local environmental agencies with the new resources.

EPA and MA Sign Memorandum

More than 300 Federal, State, and local representatives participated in this intensive 3-day workshop. Experts on each available manpower resource explained goals, restrictions, and methods of operation; State and local officials who implemented different plans detailed the circumstances of their success or failure; everyone had a forum in which to ask questions, make suggestions, challenge old methods, and learn new ones. The result: These prime sponsors now had more than just a concern for environmental manpower and training; they had a game plan—a working knowledge of the laws applicable to them, and an insight into how to make them work.

With the December 1974 conference as a springboard, DOL's Manpower Administration and EPA carried their cooperative relationship one step further. On May 14, 1974, William Kolberg, Assistant Secretary of Labor for Manpower, and Alvin Alm, Assistant EPA Administrator for Planning and Management, signed a Memorandum of Agreement to promote the development of cooperative arrangements between the State and local environmental agencies and the 433 CETA prime sponsors.

The two agencies promise to aid prime sponsors in developing effective training programs and employment opportunities by providing technical assistance whenever requested. They provide suggestions for promoting cooperative relationships between State and local sponsors in implementing CETA and vocational education. And they pledge to keep sponsors up to date on manpower and environmental innovations.

Interagency cooperation to date has not only fostered the success of individual projects, but has formed bonds of trust which will bring closer the attainment of two important national goals: preservation of natural resources and fuller employment of human resources. □

Olé or Hooray, It's Both Work and Play

by Georgia Slack

Cheers reverberating from municipal playgrounds in Hialeah, Fla., are just as apt to sound "olé" as "hurray," so city officials decided it was high time to train some recreation leaders who could lead those cheers in both English and Spanish.

With $187,500 from title I of the Comprehensive Employment and Training Act (CETA), Hialeah's Manpower Recreation Training Program has been underway for 14 months and a corps of young people have been learning that recreation isn't all play.

Indeed the men and women who've been swinging at, jumping for, kicking at, dodging and bouncing balls of all shapes and sizes, can attest to recreation being hard work.

Scrabble, Anyone?

The CETA program recruits, a multiethnic group of people who came together because they liked sports or needed a job—or both, are predominantly serious-minded about recreation. Many of them are bent on pursuing full-time careers in the field, and some plan to get college degrees.

Their program combines classroom instruction and on-the-job training (OJT) in a curriculum that covers the realm of play, from Scrabble to soccer.

Hialeah Manpower Administrator Richard Gross, supported by the city's top recreation officials, devised the program to bring competent, Spanish-speaking recreation people, onto the city's playgrounds, where bilingual assistance is sorely needed.

Hialeah, Miami's next-door neighbor, has a population of some 130,000 of whom an estimated 55 percent are of Hispanic descent.

Gross says, "We wrote the proposal because we saw a need in Hialeah to attract Spanish-speaking individuals to the recreation field and to give people who wouldn't ordinarily have the opportunity, the chance to get practical OJT experience and through the job earn money to go to school."

The first 26 recreation trainees were selected from among more than 150 applicants who responded to the program's job openings, which were advertised by the Florida State Employment Service, the South Florida Youth Council, and other local employment agencies. Word also spread through some of the 80-plus Manpower programs under the auspices of the two-county Dade-Monroe Manpower Consortium.

Hialeah's park directors submitted names of "park kids,"—young people who visit playgrounds hoping for that next baseball or football game and who volunteer for various and sundry chores in exchange for the privilege of being unofficial members of the park staff.

Participants had to be unemployed, or underemployed, 18-to-24-year-olds from disadvantaged, low-income families. A high school education was required, though exceptions were made for candidates enrolled in adult education classes.

The applicants were screened by a committee of city recreation and Manpower officials including Liz Ferrer and Tom Dillon, the two persons responsible for the day-to-day operation of the new program. Ferrer, a Peace Corps veteran with a university degree in parks and recreation management, and Dillon, a 2-year degree man in recreation training, plus a background in full-time recreation leadership, had been employees of the city's recreation department when they were selected to lead the program.

What the screening committee sought, and found, were primarily young men and women with special interests in recreation, sports, crafts, and dramatics.

"We looked for people who want to make recreation a life-time career, not just people seeking a job for a year," says Gross, who served on the committee.

The first trainees included 11 women and 15 men, nine of them of Hispanic descent and are bilingual; six of them black. They came not just from Hialeah itself, but from surrounding localities as well. Most did not realize what an intensive program they were entering.

"So many of them thought all they had to do was to go out and play a game of baseball," said Ferrer. "But they soon found out it was handball and first aid, children's games and football, arts and crafts, and park administration. It was also learning how to be referee, organize a field trip, get a little league going and teach ceramics."

Forecast: No Snow

The trainees learn how to organize, to play, and to coach, judge, umpire, and referee every major sport and some not so major ones. Their repertoire comprises a nonsnow version of the wide, wide world of sports. It includes football, baseball, soccer, badminton, archery, swimming, tennis, gymnastics, softball, handball, bowling, judo, wrestling, basketball, horseshoe-pitching, volleyball, croquet, newcombe ball, shuffleboard, tether ball, and karate.

In addition, there are instruction clinics, which include studying the case histories of various short plays, watching training films and a written exam. In some instances, outside community resources augment the clinics. For example, members of the Miami Toros, a professional soccer team, participated in a soccer clinic.

One requirement is that everyone try to learn everything in the program. The

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Work and Play

Recreation trainees Rafael Buil (right) and Alfredo Julien teach youngsters to play football and soccer. The men can use either English or Spanish in giving instructions to the boys and girls at Hialeah's playgrounds where bilingual assistance is frequently needed.

women have to learn football and the men have to learn arts and crafts.

Most months the trainees are in the classroom for 9 hours a week and on the playgrounds for 21 hours, receiving the city's regular part-time pay of $2.95 an hour. During the busy summer season they get the full-time wage of $3.35 an hour for a 37½-hour week.

On a year-round basis, Hialeah's playgrounds are almost in perpetual motion. Attendance figures hover near 2 million as children and adults, both participants and spectators, take advantage of nine public parks, five swimming pools, and two tennis facilities. During the summer weeks, activity is even more intense with the city operating six additional programs on school campuses. Each week some 9,000 youngsters engage in activities ranging from tennis to tumbling.

Before the CETA program was half-

At Seminole Park, trainees Henrierra Hughes, Teresa Kitchen, and Arthur Milby prepare to issue equipment for a day of work and play.

Black Star Photos by Susan Greenwood

Pottery tops Alicia Castaneda's agenda for a day of recreation training as she engages in activities with Hialeah children.

Joe Korpics helps one his charges to complete a backflip as he works to complete training as a recreation leader.

The feeling is mutual: They are pleased with the CETA program's accomplishments.

Work and Play

way into it's first year, the city recognized its worth by putting nine of the trainees on its own payroll as regular part-time recreation leaders. The slots they left were quickly filled by new applicants who met CETA requirements.

On the job, the new employees begin by assisting regular recreation leaders with equipment checking, conducting contests, and generally supervising play. But within weeks, by virtue of intensive training, they graduate and serve as coaches, leaders, and teachers.

Everybody's Learning

Hialeah's network of public playgrounds gives trainees the opportunity to work with different children under conditions calling for varying styles of recreation leadership.

At Seminola Park, for example, trainees work with a group of predominantly black youngsters. Not far away at Sparks Park the children come largely from middle-class white homes, while over at Watkins Park the language is more likely to be Spanish than English.

The different experiences pay off. Larry Morales, a trainee of Puerto Rican background and with a flair for the dramatic, has started a highly popular story-telling hour for the children at Seminola Park. Trainees rotate among parks, spending 2 months at each.

While the regular park staffs always have welcomed the additional help the trainees offer, the directors had to get used to the idea that this is a learning situation for the Manpower participants.

"A lot of us were trying to use the trainees as leaders when we should have been using them as aides. We needed to spend time training them first. It took us a while to realize the program is designed to train leaders in the end, not the beginning," said Joe Ramos, the director of Sparks Park.

"After a couple of meetings we worked that out. After all, this is a new program that had never been tried before."

Each director must evaluate every trainee assigned to his or her park. It's a detailed evaluation which scores among other things: appearance, cooperation, dependability, emotional stability, enthusiasm, expression, health, integrity, and teaching ability.

In addition, each trainee keeps a daily log of his or her park activities. Both the logs and evaluations are being used to build up individual performance files which should be invaluable for future job references.

The logs are filled with the usual and not-so-usual. Each trainee, for example, is getting experience conducting young children on field trips to places like Miami's Parrot Jungle, its zoo, and its seaquarium.

Trainees also note they have run a pancake eating contest, learned isometrics, and, in the case of Danny Ward, played disc jockey for dances at three different parks. All the trainees take a 30-hour first aid course.

Because they are encouraged to develop their own interests, the trainees are able to give as much to the recreation program as they receive.

Alicia Castenada has become the artist-in-residence for ceramics. Joe Korpics, a Vietnam veteran, and Lourdes de la Rosa organized a gymnastic meet this summer while two other trainees, Jan Clark and Jane Lee, help overweighters huff and puff through a slimnastic course.

The trainees also are building their own personal recreation libraries of between 25 and 30 books supplied them through the program. The books include officials' manuals, rules for coaches and players, playbooks and handbooks on most major sports, and general physical education handbooks.

The program also furnishes each participant with several sets of uniform shirts and shorts

Thirteen of the trainees graduated last fall. Participants who came in late in the year were joined by five new recruits. Meanwhile, the program received a $121,000 continuation grant for 1976.

Many, though not all, of the trainees already are eyeing full-time careers in recreation and have enrolled or are planning to enroll in Miami-Dade Community College which offers a 2-year parks and recreation degree.

OJT, Too

Korpics, who at 24 was out of the army and out of work, is enrolled in Miami-Dade and plans to eventually go for a 4-year recreation degree.

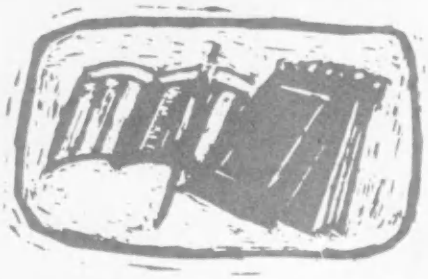
"The best thing about this is I'm learning at school and on-the-job at the same time. I feel I'm a little ahead of the other college students because I have this other training," he says.

One concern of all the trainees is the shortage of jobs in their chosen field. Those who hope to pursue recreation careers look to Hialeah's constantly expanding recreation program and to neighboring cities and agencies for positions.

The training program's biggest asset is its close integration with the city's recreation program. Hialeah currently budgets $873,245 for the day-to-day operation of its programs. Its top recreation officials, Denson H. Hambleton, superintendent, and Edgar J. Hall, supervisor, have made it a point to include the trainees in the mainstream of the regular 65-member recreation staff.

"Quite frankly the training program is a big help to the city," Hall says, "and it has helped youngsters who didn't have any real future to find one." □

News&Notes



It is now the Employment and Training Administration and no longer the Manpower Administration. Secretary of Labor John T. Dunlop changed the name of the 13-year-old organization, spawned by the old Manpower Development and Training Act of 1962, "to more accurately portray the activities of this major Labor Department agency." The new name, Dr. Dunlop said, "removes any reference to gender and thus, better characterizes the organization which is the focal point for employment and training programs for all citizens." Recommendations for the change, which came after MANPOWER went to press, were made by the Manpower Administration and Assistant Secretary for Manpower William H. Kolberg. MANPOWER's name will change, too.

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Paralegal, a word which we said had not found its way into a dictionary (see "A Paralegal Is Not a Lawyer in a Wheelchair," October 1975 MANPOWER), has found a niche. Mayron J. Friedman, of the Ohio Bureau of Employment Services' Planning Center, reports that it is now listed in the bureau's supplement to the Dictionary of Occupational Titles (DOT) and will soon be incorporated in the DOT's forthcoming fourth edition.

* * *

The Employment and Training Administration's (ETA) TV studio has available "The Media Connection," a 47-minute color documentary that shows how to write news releases and public service announcements and how to contact personnel at newspapers and radio and TV stations for publicizing information. The videotape should interest school counselors, local office staff, educators, and business persons. For further information call (202) 376-7298 or write to: ETA-TV Studio, Room 5301, 601 D Street, NW., Washington, D.C. 20213.

The number of women employed in full-time white-collar jobs in the Federal Government increased by 38,843 between October 1973 and October 1974, according to a U.S. Civil Service survey. The survey attributed the advance to Government-wide emphasis on the Federal Women's Program and International Women's Year efforts to consider women for employment in higher level positions. Excluding U.S. Postal Service employees from the overall white-collar total, the percentage of women in Federal white-collar positions increased from 40.8 percent in 1973 to 41.7 percent in 1974.

* * *

Professor Daniel H. Kruger, of Michigan State University's School of Labor and Industrial Relations, reports that MANPOWER magazine is useful as a teaching tool. He uses it in his Income Maintenance class.

* * *

Addressing the Southwestern Legal Foundation in Dallas, Betty S. Murphy, who chairs the National Labor Relations Board, said that the intake of new cases will rise to 75,000 within 2 years. She said it is "completely unrealistic" to expect the Board to get additional money and staff to handle the increasing caseload.

* * *

Since the start of MEDIHC (Military Experience Directed Into Health Careers) in March 1970, 21,584 persons have been placed into jobs, training, or work-training positions in the health field, according to Department of Health, Education, and Welfare's Bureau of Health Manpower. Of these, 13,021 include nursing, laboratory, and X-ray services jobs, and middle management. The remainder are in schools or in work-training situations.

Jobseeking For Jobless Refugees

The wave of Vietnamese and Cambodian refugees that rolled from Indochina to the United States' shores rippled all the way to the door of the Manpower Administration (MA), bringing with it a new challenge: providing job services for fugitives from war.

The Department of Labor, in conjunction with its local Employment Service affiliates, has a history of lending a hand to refugees. It played major roles in both the resettlement of Hungarian refugees in the 1950's and Cuban refugees in the 1960's. So, it seemed only natural for MA to continue the Department's tradition of aid to unemployed and disadvantaged persons and to join in the efforts to help the Indochinese refugees start new lives.

With a willingness to accept the responsibility of a unique national role, MA and its affiliated State Employment Security Agencies (SESA) responded by extending to the refugees the same type of service it provides to all jobseekers—help of various types at local employment service (ES) offices

Past and Prologue

This story of Federal-State employment service system response to the challenge placed before it is being written as the country's refugee assistance program winds down. Temporary housing centers at Camp Pendleton, Calif., and Eglin Air Force Base, Fla., teeming with homeless and jobless a few months ago, have been shut down. The camps at Indiantown Gap Military Reservation, Pa., and Fort Chaffee, Ark., were scheduled to close by December 31. However, some of the evacuees are still waiting to be resettled and closing of the last two camps may be delayed.

This article was prepared by Ronnie Jill Kweller, assistant editor of *Manpower Information Service*; Frances M. Stolusky, program analyst, USES; and Roy N. Chelgren, manpower development specialist, USES.

• U.S. Army Photo by Capt. Walter Bowen, Jr.

Washington Star Staff Photos by Pete Schmick

As refugees from the war in Vietnam leave housing centers this month at Fort Chaffee, Ark., and Indiantown Gap Military Reservation, Pa., the end of the resettlement program will be in sight. Since that day, months ago, when they got identification bracelets on arrival, the homeless and the jobless have been helped along their way by the U.S. Interagency Task Force, which included Manpower Administration personnel who assisted the fugitives from war in finding jobs and sponsors.

U.S. Marine Corps Photo

MA, the manpower arm of the Department of Labor, joined the U.S. Interagency Task Force on Indochinese Refugees in April 1975. It is composed of representatives from 12 Federal Government agencies. Major task force responsibilities were handled by the Departments of Labor, State, Justice, Defense, and Health, Education, and Welfare. Maurice Hill, deputy director of the Office of Placement, Support, and Development in MA's U.S. Employment Service (USES), became the DOL/MA representative to the task force, and headed an MA group assembled to assist the refugee program. Hill was assisted by James T. Klein, of the USES, who later took Hill's place on the task force.

MA staff moved through the refugee camps developing a DOL role within overall resettlement operations for aiding the jobless as needs arose.

Back in April, as plane load after plane load of war fugitives arrived in the United States, members of the task force began directing resettlement of Indochinese at Pendleton, Eglin, Chaffee, and Indiantown Gap, where they were fed and lodged in tents, Quonsets, or barracks. The homeless families were processed through functional areas such as health, social services, immigration, and

U.S. Marine Corps Photo

Jobseeking

security clearances—procedures which were at once exciting, confusing, and controversial.

Resettlement was accomplished through a number of voluntary agencies with representatives at each center. Nine agencies participated in this activity: U.S. Catholic Conference; American Fund for Czechoslovak Refugees; Church World Service; Lutheran Immigration and Refugee Service; United HIAS Service, Inc.; Tolstoy Foundation, Inc.; International Rescue Committee; American Council for Nationalities Service; and Travelers Aid-International Social Services. Voluntary agencies found sponsors—individuals or organizations—to assume responsibility for an individual refugee or family. Refugees could not leave until sponsored.

At each center, a representative from the nearest MA regional office was assigned to the center's task force, attending staff meetings, and taking part in administrative planning. It was quickly recognized that employment was going to be a significant factor in resettlement, thus MA's role at the centers was providing technical assistance in employment. The key to resettlement was securing a sponsor who would be responsible for the provision of

U.S. Air Force Photo

Resettlement was slow for many of the Indochina war refugees. As they waited, some wrote to sponsors, as the teenager at Camp Pendleton, Calif. did, struggling with English words. Others went about the business of everyday living, like doing the family laundry, in this instance, in a manner typical at Eglin Air Force Base, Fla.

food, shelter, counseling, jobseeking, and assimilation into American life for the displaced persons. While many offers of sponsorship included jobs, it was not a prerequisite that a refugee have a job prior to leaving camp. However, whenever possible job openings were coordinated with sponsorship.

The Department of Labor's aim was to make job services available at the local level, thus the local ES offices were where the action was.

"We thought (job) placement should be done at the local level," Hill said, "because the local ES personnel knew the labor market." Therefore, all placement work was done at the local offices by SESA staff rather than at the campsites.

Each camp had a Department of Labor staff member, assigned from the nearest MA regional office, as well as SESA staff recruited from the State in which the center was located, who worked directly with the evacuees. Approximately 10 SESA staff worked at Indiantown Gap, about 15 were assigned to Pendleton, around 33 aided refugees at Chaffee, and about 5 worked at Eglin.

The SESA personnel interviewed refugees to identify their primary and secondary job skills. Once the skills were identified, they were coded by *Dictionary of Occupational Titles* codes, so that local SESA staff could match up resettled refugees with proper specific job opportunities. The coding of job skills by ES assisted the voluntary agencies in cases where they were able to match a refugee with a job opening that was coordinated with sponsorship. ES staff also provided information at the centers to help the Vietnamese and Cambodians find jobs when they left to settle in permanent locations.

For example, ES staffers used labor market information—statistics that showed where jobs were available—to direct refugee jobseekers away from areas of high unemployment. In addition, ES provided each camp a Job Bank Operational Summary which listed unfilled job openings monthly from each State. Finally, refugees leaving camp received information on the local ES office nearest their destinations.

ES Staffers Act

The ES staffers from the California, Arkansas, Pennsylvania, and Florida agencies worked long hours, often under trying conditions, and showed a high level of dedication and competency. The local SESA offices serving the greatest concentrations of relocated refugees are those in the Atlantic, Middle Atlantic, Southwestern, Western, and Upper Midwestern States. California is now home to the greatest number of refugees.

With the legal status of "parolees," the refugees may stay in the United States for an indefinite period and enjoy the same rights as those of an alien here on a visa, including the right to take a job immediately. After 2 years a refugee may become a permanent resident or choose to immigrate and begin the process of becoming a citizen. At the time this article was prepared, legislation had been proposed to change the status of the "parolees" to "permanent resident aliens."

As of mid-October, 119,404 Vietnamese and Cambodian refugees had been released from the four camps. Of those, 6,384 went to other countries; the rest were settled in the United States.

According to a briefing paper prepared for the task force, refugees are entitled to all public assistance benefits to which U.S. citizens are entitled, providing they meet the eligibility criteria. Public assistance is provided "through established State and local welfare and health agencies and would include financial and medical assistance and related social services," the briefing paper says. The refugee assistance program is funded by the Indochina Migration and Refugee Assistance Act of 1975, which was signed into law on May 24.

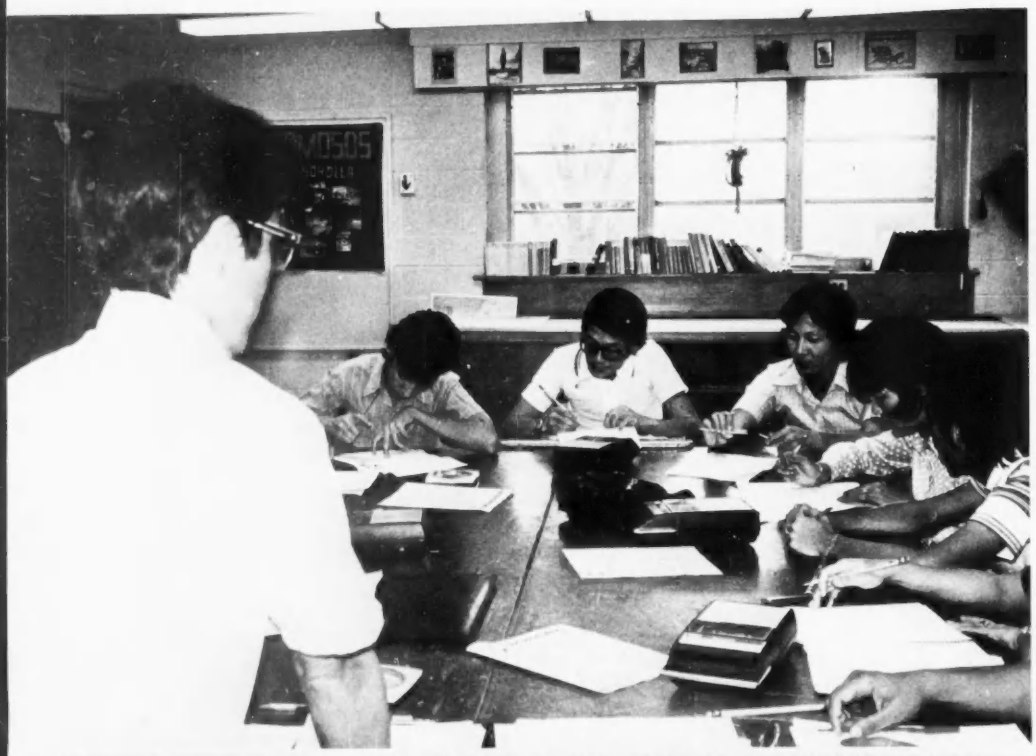
Statistics for mid-October show 36,578 refugees had gone to local ES offices to request job services. Of those, 5,531, or about 15 percent, were placed in jobs; and 11,022, or about 30 percent, were referred to training or other services.

The following table shows the skills of the refugees interviewed and placed by the ES. The skill categories are those used in the *Dictionary of Occupational Titles*.

Job Category	*Registered by ES*	*Placed by ES*
Professional, technical, and managerial	10,227	997
Clerical and sales	8,748	864
Service	4,546	870
Farming, fishing, forestry, and related occupations	389	160
Processing	712	263
Machine trades	3,003	690
Benchwork	2,587	601
Structural work	2,520	442
Miscellaneous	3,846	644

Although many of the refugees were highly skilled, placements tended to be at a lower skill level than indicated by the refugees' actual qualifications. Refugees, given no special preference in referral to job openings, competed on an equal basis with other jobseekers. Many were willing to accept lower level jobs.

When the final chapter of the Indochinese refugee program story is written, it will record the cooperation of Federal and State government agencies, initiative, innovation, and dedication to service to Indochinese refugees that was far beyond bare tokenism in assisting the homeless and jobless in shaping a new life in America. □



Refugees Learn "English for Employment"

by Nancy Huntsman
and Terrence Kaye

Cambodian and Vietnamese refugees who have settled in the DuPage County Area of Illinois begin studies in "English for Employment" with basic words rather than the fine points of grammar.

English-for-employment classes conducted at the College of DuPage, with the help of CETA title I funds, place emphasis on oral proficiency in the use of words heard in the workplace, such as "skill," "help," "job."

When the Comprehensive Employment and Training Act (CETA) was drawn up in 1973, nobody suspected that the program would enable a Cuban woman who married a Pole in America to teach English classes in French to a group of Cambodian and Vietnamese refugees. But that is exactly what's happening in an English language class set up through the combined efforts of the College of DuPage, Ill., about 25 miles west of Chicago, and the Manpower Office of DuPage County.

Originally designed for the county's large Latino population, the program has been expanded to serve Indochinese refugees, about 300 of whom have settled in the DuPage County area since the collapse of South Vietnam.

"Our emphasis is not English as a second language," says program director Mrs. Dulce Mijeski, "but what I call 'English for Employment.'

"We start with a basic vocabulary and basic communicating skills, rather than the fine points of grammar, although of course we always teach the correct pronunciations and usages."

The daughter of a Cuban businessman, Mijeski came to the United States in 1953 after earning her Ph.D. in philosophy from the University of Havana. Fluent in English, Spanish, French, Italian, and Portuguese, she has been with the College of DuPage for 7 years and is currently an instructor in the Latino Studies program there.

A study done by the college in the summer of 1974 showed that 75 percent of the Latino population in DuPage County had less than a fifth-grade education and knew too little English to find or keep a job. In response to this need, the college set up an "English as a Second Language" program, with classes to be taught at two suburban field stations. The program, which was funded through a CETA title I grant of $80,000 from the county's Manpower Office, began in July 1975.

About the same time, some of the churches in the area were attempting to conduct English classes for Indochinese refugees sponsored by families in the area. But they weren't having much luck, because the refugees knew almost no English and their teachers knew neither Vietnamese nor French, Vietnam's second language.

In August 1975, the College of DuPage expanded its new English instruction program to include 21 refugees, 16 of them Vietnamese and the others Cambodian.

"We started the classes using French as the vehicle for translation," says program director Mijeski, but we soon found ourselves spending too much time correcting the students' *French* usage; the third language was just getting in the way."

This obstacle was removed when "Dac" turned up. "Dac is Bui Quang Dac, a law professor from Saigon University who took refuge in the United States with his wife and five children. Dac, who speaks Vietnamese, French, English, Latin, and Greek, had served as a translator at the American Embassy in Saigon. With the help of Dac and Amy Allen, another teacher on the staff, the class was ready to go.

"We had a slight advantage," explains Mijeski, "in that all our students have good educational backgrounds and all of them studied English in high school. They could read a little English before they got here but could speak and understand very little—somewhat equivalent to an American's recall of his high school French or Spanish."

Words and Pictures

Classwork starts with a general test to see just how much the students know. Using a 750-word basic English vocabulary, a teacher pronounces the words one by one, and the students mark pictures corresponding to the words they recognize. Based on test results, the group is divided into beginning, intermediate, and advanced levels. Students then take a grammar test, and those who do well are placed in the advanced class.

Students attend classes from 1 to 4 p.m. 5 days a week. With the emphasis always on oral proficiency, classes begin with pronunciation practice. When a

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Refugees Learn

word like "tobacco" comes up, instructor Dac might emphasize the "o" sound in the first syllable when the class repeats "tow-bacco." Puzzled looks appear on a few faces, so Dac quickly explains the meaning in Vietnamese. He keeps the explanations to a minimum, since, as in most language classes, the aim is to use the new tongue as much as possible.

Vocabulary instruction covers terms used in the workplace—"payroll" and "paycheck," for example. Refugees with specific skills are taught the English names for the tools they use and other words connected with their fields in order to help prepare them for jobs.

This basic technique of pronunciation and repetition is used on all three levels, although more difficult words are used in the intermediate and advanced levels.

"Sentence structure is not important at first," says Mijeski. "If they can't grasp the structure of the sentence, 'I want a loaf of bread,' they will know the meaning of 'bread' and can communicate that to the grocer."

As students advance, they do more reading and writing, starting with short paragraphs of simple sentences and progressing to longer and more complex passages.

At the end of the 1-year course, students will take a proficiency test. Some of those who pass will know enough English to enter college, but Mijeski will counsel students about their chances of succeeding there.

"We don't want them to get discouraged," she says. "Many of them were good students back home and think they can do as well here, but they don't realize the disadvantages in competing with English-speaking natives.

The College of DuPage and the DuPage County Manpower Office will help to place those ready for employment.

Bui Quang Dac and his wife relax after class. Students know the former law professor from Saigon University, who speaks five languages, familiarly as just plain Dac.

A Freedom Chorus

Tran Thi Hai, Dac's wife, was an accountant in Saigon and hopes to do the same work here, as soon as she feels more comfortable with English. Dang Thanh Thuy, 31, was on the law faculty at Saigon University, and wants to study business.

Many of the students naturally feel lost and have no idea what they want to do.

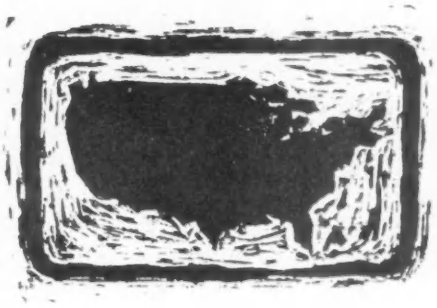
"They know enough not to expect jobs paying $3 or $4 an hour," Mijeski says, "but we have to show them their opportunities."

Many of the Vietnamese are understandably reticent about their personal backgrounds, both for political reasons and because, as refugees who have lost everything, their personal life is all they have left to guard.

As more of them find sponsors and enter the job market, they will have a greater need for practical language courses like the one at the College of DuPage. But even with all the obstacles, the refugees are starting with one advantage.

When a group of them were asked what they liked most about the United States so far, three students answered at once, in English: "Freedom." □

CETA Map



Baltimore, Md.

This city has added itself to the growing list of communities which are using CETA funds to support the creative talents of needy artists.

Baltimore will spend $350,000 to hire 46 artists to assist municipal cultural organizations. These artists will work in music, painting, sculpture, opera, ballet, and theater. One specific task is to expand the city's wall mural project.

Mayor William D. Schaefer says, "We hope to generate a new spirit of cultural achievement."

Ann Arbor, Mich.

In a contest for innovative advertising of a CETA program, prime sponsor Washtenaw County would be hard to beat. The program is the summer youth program under title III, and the advertising medium is one that gets into lots of summertime places—the ice cream vendor's cart.

Patricia Kempsky, the county's CETA coordinator, says that this idea was one benefit of a field test made of a management system called LODI (Local Office Decision-Making and Implementation). The system, developed by Manpower Science Services Inc., of Ann Arbor, is designed to help manpower agencies increase their problem-solving skills.

Other benefits to the prime sponsorship—which covers everything in the highly diversified county except the city of Ann Arbor itself—have included improvement in staff communications; better identification of priorities; clearer presentation to enrollees of their options; and greater knowledge of procedures for evaluating manpower programs.

Glendale, Calif.

How does hemodialysis mix with CETA? Through training.

Under title I of the Comprehensive Employment and Training Act, the Glendale office of the California Employment Development Department has developed a program to train people in the use of a dialysis machine, which cleanses a patient's blood.

The curriculum for the program's 32 trainees will include classes at Glendale Community College and clinical training at local hospitals. The participants will be taught the medical, social, dietary, nursing, and technical skills necessary to administer hospital care, limited care, and self-help care.

Leon County, Fla.

Under title I of CETA, the Leon County Community Coordinated Child Council has developed a program that expands day care at the same time it creates new employment opportunities.

The program operates day-care facilities in nearly 20 individual homes. A person interested in a job caring for children must attend a series of 10 training sessions covering nutrition, child development, infant care, activity planning, recordkeeping, and general business practices. A person who successfully completes the training is eligible to care for as many as four children in addition to the person's own children.

Before a home facility is open for day care, it is inspected to insure a safe, healthful atmosphere. Field workers regularly visit, inspect, and advise home operators, and distribute books and toys. Periodically, additional training sessions are conducted.

Trenton, N.J.

New Jersey's Department of Labor and Industry reports that its Office of Customized Training has been instrumental in placing about 150 persons in on-the-job training in industry. The office helps companies match their manpower needs with applicants and training resources from the State's 23 CETA prime sponsors.

The office is a key element in the department's aim to increase the comprehensiveness of developmental planning and effective coordination of CETA efforts.

Among the industrial clients have been a shoe manufacturer, cosmetics companies, small machine shops, and printing firms. Plans call for serving all other types of industries and assisting in many more placements.

Self-helpers in Bowling Green, Fla., pool their manpower to roof a migrant family's new house. The men turn to the homebuilding after their day's work in nearby citrus groves is done.

Homes for Migrants To Call Their Own

by Steve Hulsey

Growing anticipation mingled with a sense of achievement showed in Bertha Hampton's smile as she proudly watched her husband, James, and a group of men shingling the roof of her new home.

In a few months the Hamptons would have, instead of their dilapidated shack, a modern three-bedroom home to return to after a hard day's work picking fruit in Florida citrus groves.

At the same time the Hamptons' house was taking shape, they were aiding other low-income families to build similar homes. The homebuilders were not construction workers, but participants in a self-help housing program coordinated by the American Friends Service Committee (AFSC) and funded by the Department of Labor (DOL) through the Rural Housing Alliance (RHA), a nonprofit corporation organized to help rural Americans obtain decent housing.

DOL provides funds for self-help housing through CETA title III (section 303), which furnishes technical and financial assistance to local nonprofit housing sponsors to improve the living conditions of migrant farmworkers. Self-help housing, begun by AFSC in the early 1960's and now underway in 16 States, was established in Florida in 1973.

AFSC's self-help housing projects in Florida are administered by the East Coast Migrant Program. Until 1969, housing was a minor part of AFSC migrant assistance in the State, which has a large population of migrants used in harvesting its varied agricultural produce.

"We had to get into housing," says program director James Upchurch. "We found that often we could help migrant families obtain better jobs in construction

Steve Hulsey is a freelance writer based in Auburndale, Fla.

Howard Goeringer, former director of the Hardee (County) Housing Coalition, stands in front of a dilapidated house in which a Florida migrant family lived until a new self-help home was completed.

A family of migrant farmworkers, with the help of fellow fruit harvesters, raised this home in Bowling Green; monthly morgage payments, $62.

or some other field but that they couldn't take the jobs because they weren't able to find adequate housing close to their work."

When AFSC first began to aid migrant farmworkers to buy new houses, rapid rises in costs soon prevented poor families from qualifying for loans. Now, with the self-help housing project, a family can build its own house for about $5,000 less than a contractor-built house would cost. AFSC also spends much time developing improved rental housing for migrant workers.

When the Hamptons' house is completed, its total cost, including land, will be about $17,000. Included in the price is 1 year's prepayment of the mortgage installments to cover the time the house is under construction. Other self-help houses range from $14,000 to $18,000, the cost depending on location, size, land values, and other factors. The houses are one-story, mostly three-bedroom, cement-block structures, durable and comfortable-looking.

Payments range from $48 per month—with subsidies that reduce the interest rate to 1 percent—to just over $100 per month with no interest subsidies. Loans are made through the Department of Agriculture's Farmers Home Administration (FmHA) and interest rates are determined by the estimated cost of house, family income, number of family members, and other related criteria.

Delfano Gomez, a citrus picker, pays $72 per month on the four-bedroom house he built for $16,000 in Bowling Green, Fla., with the help of his wife and two teenage sons.

"I'm really proud of my home," said Gomez, whose comments were echoed by several other self-help participants. "This is the first time I've had an opportunity to have a house of my own. When I learned about the self-help program, we were living in a shack that had no indoor plumbing or inside water supply."

The Governor's Housing Task Force estimates that there are 185,000 substandard houses in Florida. Most of the occupants are black or Spanish-speaking migrant farmworkers. Their jobs and incomes precluded them from obtaining homes through conventional channels, so they existed in shacks, crowded trailers, and other inadequate shelters until the

All of Mrs. Antonia Vallejo's work is not confined to the kitchen of her new home. She built much of the self-help house, since her husband works six days a week in a slaughterhouse.

Migrants

self-help housing project began. One family lived in a bus.

Housing, of course, is interrelated with other living factors. Educational opportunities diminish, for example, if children have no place to study at home. Family life is disrupted when a house has room for only a few pieces of furniture and health is endangered if sewage and utility facilities are lacking.

This year more than $2 million in DOL grant funds are being used to improve farmworker housing. The bulk of the funds are channeled through the RHA to nonprofit self-help housing organizations. RHA, with 10 years' experience in providing technical assistance to rural housing projects, helps the nonprofit groups train staffs, and keep up to date on rules and regulations of the FmHA, the principal source of construction credit. RHA also prepares and makes available a variety of technical materials.

The work AFSC is doing in Florida is typical of all DOL farmworker housing grantees.

AFSC staff members go into substandard housing areas to tell low-income workers about the self-help program and determine whether the workers can qualify for a loan. Applicants must have an income sufficient to make mortgage payments and to maintain the houses; be willing to work about 30 hours a week building houses; and have a good credit rating.

The Way It's Done

AFSC personnel select land and arrange FmHA loans on tracts for program participants, who are organized into groups of 6 to 10 families. AFSC aides help migrants fill out the necessary forms, apply for their home loans, and select house plans.

Usually it takes 6 to 8 months for loans to be processed and approved. During this time, the participants attend weekly meetings to learn about requirements for repayment, interest rates, taxes, and other obligations of home ownership. Some families, impatient during this waiting period, drop out of the program, but others are waiting to take their places.

Each family loan is deposited in a local bank to pay for building materials, contractors' work, and other house-related expenses. Each check must be signed by a designated family member and by the FmHA county supervisor to keep accurate records of house costs. When possible, bulk purchases of building materials are made to benefit all members of a group.

A construction supervisor teaches participants how to use building tools and perform the various tasks required to erect a house, since few of them have done skilled construction work.

"I was amazed at how fast they learn these skills," commented Raymond Mellott, a construction supervisor for a self-help housing project in Bowling Green. "I show them how to do the work but I don't do it for them. If a task is done wrong, I have them start again and do it right."

Specialized tasks, such as masonry, electrical, plumbing, drywall, and tile work, are subcontracted to local craftworkers, but all other work is performed by self-helpers under the direction of the construction supervisor. All group members aid each other in major tasks, such as putting on roofs and installing win-

Delfano Gomez and his family lived in a Bowling Green shack until their new home was built through a self-help program funded by the Department of Labor.

dows, then begin to concentrate on their own homes for painting, laying floor tile, and other finishing work. Each family chooses its own decorating plans. Advice on materials and their costs is provided by the construction supervisor.

Often, work on the houses is done by women. Mrs. Antonia Vallejo, for instance, built much of her house since her husband works 6 days a week in a slaughterhouse.

Construction generally takes another 6 to 8 months. It is hard on most of the families, since they work at physically demanding jobs during the day and then must do much of the work on their houses in the evenings and on weekends.

Most participants, however, share the feeling of Delfano Gomez. "We worked in the afternoons every time we could get out of the orange grove with enough light left," he says. "It took us 6 months, but it was worth every bit of it."

In several areas where there has been enough construction to prove the success of a project, AFSC has set up local nonprofit organizations and helped them apply for grants from FmHA to keep the projects going and to start other projects. Volunteer members of the local organizations include businessmen, clergy, civic leaders, and local officials.

The Hardee (County) Housing Coalition, Inc., was started in this manner while 15 self-help houses were underway in Bowling Green and Zolfo Springs. The coalition has a $150,000 grant to build 54 self-help houses over a 2-year period. East Coast Self-Help Housing, Inc., is getting underway in Ft. Pierce and a similar organization is planned for Apopka, near Orlando.

South Florida Rural Housing, Inc. (SFRHI) was formed to administer self-help projects in Indian River and Highlands counties. This group has a 2-year grant of $146,800 to build more than 50 self-help houses.

Steve Jones, executive director of SFRHI, estimates that the costs of hiring seven staff members averages out to about $2,500 for each house built under the group's direction.

Money Well Spent

"If you add that per-house administrative cost to the construction costs of each house, that still lets us build a house for less than $20,000," says Jones. "And when the families move in, the houses have a market value of $23,000 each, so we consider the money to be well spent."

Charles I. Carter, chief of Manpower Administration's Division of Farmworker Programs, says, "Self-help housing is a proven vehicle enabling low-income families to earn homes of their own, reach a standard of living most people take for granted, and gain dignity for themselves and their children."

Despite the program's evident success, there are some major problems. The self-help homesites are often in disadvantaged neighborhoods, where vandalism is high, streets are unpaved, and building lots are small. The lack of access to utilities present in these areas often causes FmHA to reject loan applications.

As problems are identified and solved, however, the people in a growing segment of Florida's migrant population are discovering that they can help themselves to acquire a home worth coming home to. □

Words & Figures

CETA Progress Report

During fiscal year 1975, the first full year of operations for programs established under the Comprehensive Employment and Training Act (CETA), titles I, II, and VI served 1.5 million people. Title I assisted 1,126,000 individuals; title II, 227,100; and title VI, 157,000.

Over the year, 297,900 persons enrolled in CETA classroom training, 76,500 received on-the-job training, 361,200 were placed in public service employment, 609,700 got work experience, and 88,000 took part in other CETA activities.

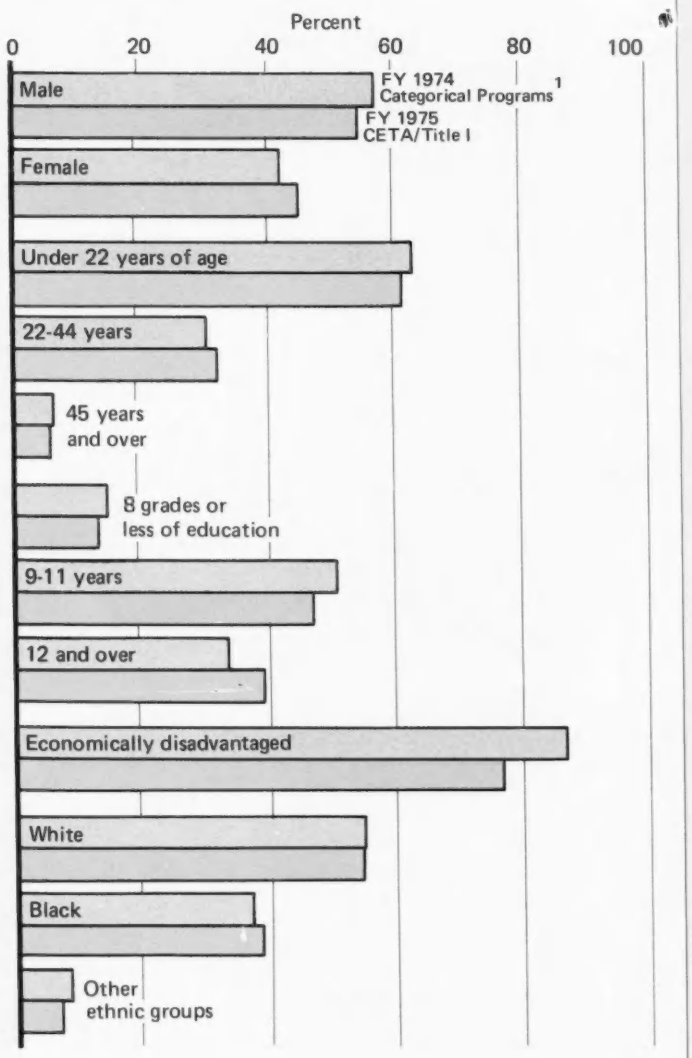
The economic, social, and personal characteristics of persons served under title I programs during the year were similar to those of individuals assisted under earlier categorical programs such as the Neighborhood Youth Corps. The characteristics of persons placed in Public Service Employment under titles II and VI, however, differed somewhat from those of persons served by the Public Employment Program during fiscal year 1974. A greater percentage of the CETA participants were on public assistance, fewer were veterans, and more had been receiving unemployment insurance benefits. In addition, CETA titles II and VI had more women.

Whom did CETA help? The typical title I enrollee was young (62 percent under age 22), economically disadvantaged (77 percent), unemployed or not in the labor force (93 percent), and with less than 12 years of education (66 percent). Over half of the enrollees—54 percent—were male, and 55 percent were white.

The average title II enrollee was white (65 percent), male (66 percent), in the prime working years (63 percent were age 22-44), a high school graduate (72 percent) and unemployed (84 percent). Nearly half (48 percent) were economically disadvantaged. This compares with the United States unemployed labor force as follows: 81 percent white, 55 percent male, and 46 percent in the prime working years group.

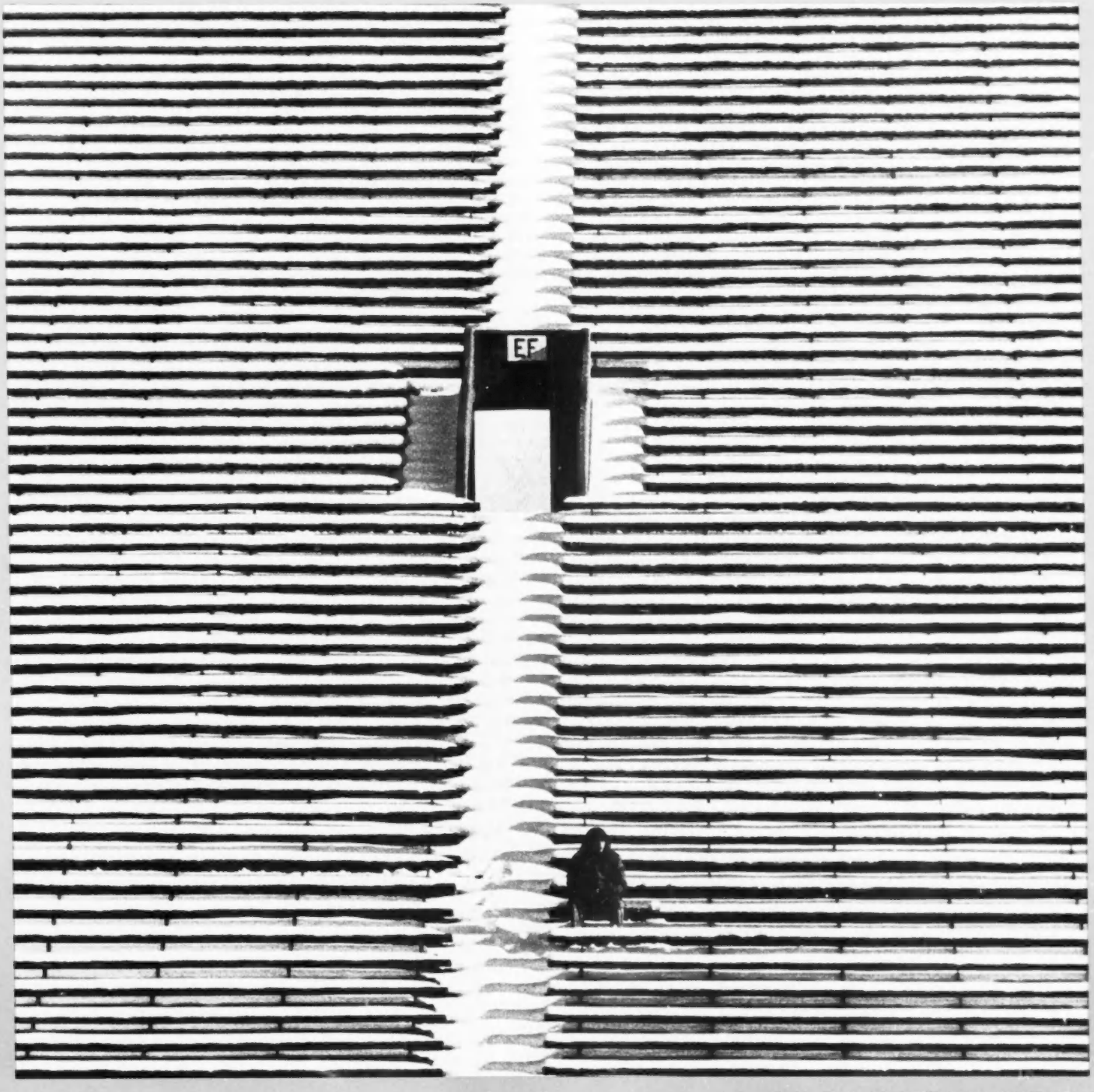
Title VI predominantly served persons who were white (71 percent), high school graduates (73 percent), and unemployed or not in the labor force (92 percent).

Title I vs. Categorical Programs



[1] Includes Manpower Development and Training Act Institutional, JOBS Optional Program/on-the-job training, Neighborhood Youth Corps In-school, Neighborhood Youth Corps Out-of-School, Operation Mainstream, Concentrated Employment Program, and Job Opportunities in the Business Sector.

Don't just sit there . . .



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A home to come home to—something that few migrant workers have—is not just a dream for a number of migrants in Florida. They are building their own new houses through a self-help program funded by the Department of Labor. For a report see *Homes for Migrants to Call Their Own* on page 28 of this issue of MANPOWER.